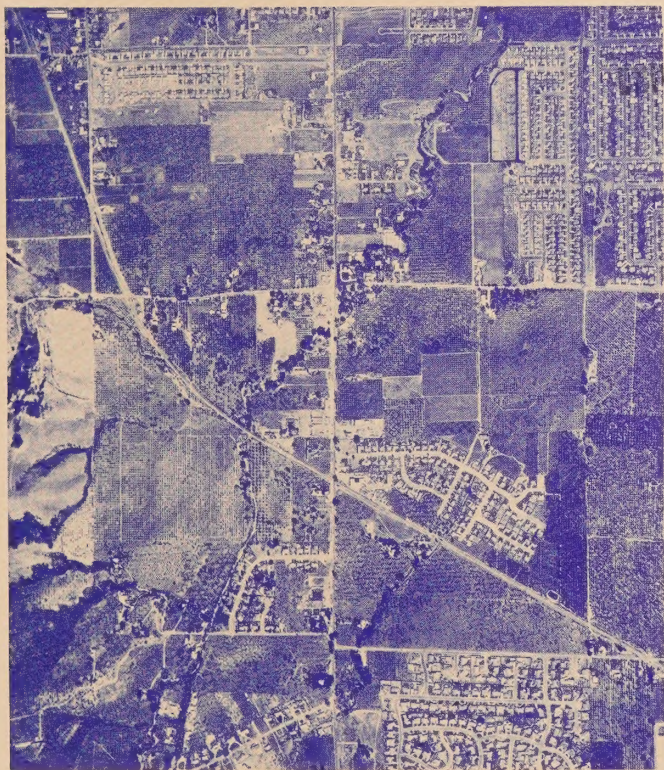


SANTA CLARA VALLEY Corridor Evaluation • summary



Adopted by the Joint Policy Committee of the Association of Bay Area Governments & the Metropolitan Transportation Commission



March 1979

MEMBERS OF THE JOINT POLICY COMMITTEE OF ABAG AND MTC
DURING THE SANTA CLARA VALLEY CORRIDOR EVALUATION

Louise Giersch, Chairman	ABAG Representative to MTC
Jane Baker, Deputy Mayor, City of San Mateo	ABAG Representative
Don Dillon, Councilmember, City of Fremont	ABAG Representative
A.W. Gatov, Marin County	MTC Representative
James E. Jackson, Councilmember, City of Cupertino	ABAG Representative
James Moriarty, Supervisor, Contra Costa County	MTC Representative
Valerie Raymond, Supervisor, Alameda County	ABAG Representative
Robert I Schroder, Supervisor, Contra Costa County	MTC Representative
James E. Self, Vice Mayor, City of San Jose	MTC Representative
Rod Diridon, Supervisor, Santa Clara County	Ex Officio Member

(The aerial photos on the report cover show the change that has taken place in Cupertino between 1959 and 1978.)

JOINT PLANNING PROGRAM

April 23, 1979

To: Elected Officials, Citizens, and Staff Santa Clara County

From: Louise Giersch, Chairman, Joint Policy Committee of ABAG
and MTC;
Rod Diridon, President, Association of Bay Area Governments;
James E. Self, Chairman, Metropolitan Transportation
Commission

Subject: Santa Clara Valley Corridor Evaluation Recommendations Adopted
by the Joint Policy Committee, March 21, 1979

On March 21, the Joint Policy Committee of ABAG and MTC unanimously endorsed a set of land use and transportation recommendations for adoption by the Association of Bay Area Governments and the Metropolitan Transportation Commission. The Joint Policy Committee's vote came after nearly three years of technical analysis and review of the findings and conclusions by local elected officials, citizens and staff. The recommendations approved by the Joint Policy Committee are described in the Summary Report.

The land use and transportation recommendations satisfy two key objectives. First, the strong influence that land use and transportation decisions have on each other has been recognized through a complementary set of recommendations. Second, the set of transportation facilities, recommended for development over the next ten to fifteen years, has been established on the basis of a reasonable expectation of revenues.

The next steps leading to implementation of these recommendations will include their adoption by ABAG and MTC and the preparation of updated local Transportation Improvement Programs and General Plans. The ABAG Regional Planning Committee voted to endorse the Joint Policy Committee's recommendations on April 11. The ABAG Executive Board is scheduled to vote on the recommendations in May.

Implementation of the recommendations by MTC has already begun. Route 152 was nominated for discretionary funding as a high priority project. Further, staff from MTC, Santa Clara County, and the City of San Jose will soon complete a scope of work for the Edenvale/Guadalupe alternatives analysis. MTC will begin its plan revision process by distributing the proposed amendments to the Regional Transportation Plan in mid-July. Public hearings will be held on the proposed revisions during August. The Work Program Committee will then vote in early September on revisions they will recommend for adoption by the full MTC Commission. That vote will occur in late October.

It is anticipated that local jurisdictions will also be working concurrently to adopt specific programs and policies supporting the land development and transportation recommendations. Some of these decisions will be made in the course of revising the County's General Plan, which is scheduled to be completed by the end of this year. Other decisions will be made as a result of approving major new developments or modifying elements of local General Plans. Finally the selection of an appropriate transportation mode in the Edenvale/Guadalupe Corridor will be accomplished by the project level alternatives analysis that will begin this summer.

The attached set of land use and transportation recommendations emerged during a thorough public participation effort and resulted in their being endorsed by nearly all the local officials and citizens. Over two hundred public meetings and workshops were held during the course of the study to solicit comments. Invaluable assistance and cooperation were received from local officials, citizens and staff. On behalf of the Joint Policy Committee, we would like to extend our appreciation to these persons.

SUMMARY REPORT

INTRODUCTION

This report has been prepared to assist local officials and citizens of Santa Clara County to determine the County's future course in transportation and land development. The report is also intended to ensure that in the process of making these important decisions, regional, county and local goals and policies remain consistent with each other. The recommendations were reviewed extensively by local officials, citizens and local staff. The ABAG/MTC Joint Policy Committee approved the recommendations as did the Santa Clara County Board of Supervisors and almost all of the fifteen cities.

In the simplest terms, there are two major decisions to be made:

Development patterns: Where will future jobs and homes be located in the County?

Transportation projects: How much and what kind of transportation service can or should be provided?

The selection of the recommended land use and transportation measures followed an analysis of existing conditions, present trends and possible alternatives. Several important findings resulted from this analysis. First, trends to date and the general plans of Santa Clara's 15 cities, when taken together, concentrate new job growth in the northern part of the County. Residential policies, by contrast, concentrate growth in the central and southern sections. Therefore, commute trips from home to work are lengthening because new jobs are not close to new housing. As a result, traffic congestion is increasing, air pollution is getting worse, and there is a great need for new transportation facilities.

Another problem is the severe imbalance between the number of new jobs and the number of new homes being built in the County. New jobs are being added in the county at a rate far exceeding the housing supply. This, in turn, will swell the number of people who work in the County but live outside it. Increased in-commuting will place a heavy demand on existing and proposed regional transportation facilities. Housing prices are also expected to continue rising. The result of this imbalance may be constrained economic growth in Santa Clara County, particularly if cities in adjoining counties limit their housing supply or housing becomes too expensive for most new workers.

Still another issue raised in the analysis was what kind of future transportation facilities should be built in the next fifteen years. Should the County continue to depend primarily on the highway system, particularly when the nation is faced with limited oil supplies, reduced government budgets and declining air quality? If transit were emphasized, where will rail or bus perform best? Finally, and possibly the biggest question of all, how can the citizens of Santa Clara County make the most prudent decision in allocating scarce financial resources? This question took on even higher importance in view of Proposition 13.

In the past 25 years, the nation has spent large sums for transportation. The interstate highway system is the most notable development. But today's problem of inflation combined with limited budgets is making less money available for transportation facilities. Scarce funds have brought fierce competition among communities and have increased political pressure as a practical means of securing transportation projects that need Federal or State approval and money. Lack of money also has brought more Federal requirements to plan for transportation and to do such planning in relation to anticipated population growth and land use development. The key to transit planning, especially new rail lines, is to show how existing or expected land uses will ensure public transit riders. As noted earlier, the intent of the Santa Clara Valley Corridor Evaluation was to define a rational transportation program for the County and to gather local and regional support for the program. A sound plan that has both county and city government support will no doubt be a persuasive tool in competing for Federal transportation money. An agreed-upon plan will not guarantee Federal funds, but financial support from the Federal Urban Mass Transportation Administration (UMTA) is not likely without such a plan.

The Santa Clara Valley Corridor Evaluation, consequently, considered many different ways the County could grow. After lengthy discussion by policy makers and the public, the following two basic concepts for development by 1990 were accepted for future analysis:

Alternative I - Policy Trends: County development would occur in accord with recent trends, meaning most new jobs would go into North County cities, and most new homes would be built at low density in southeast San Jose.

Alternative II - Reduce Commute: The location of new jobs and houses would be changed from current trends so that more housing would be built in the North County, and more jobs would be created near San Jose's residential areas.

These two development patterns were based on the following set of countywide population, housing and job projections for 1990:

Population	1.44 million
Housing Units	570,000
Jobs	715,000

The impacts of a faster rate of employment growth, such as those resulting from an additional 100,000 jobs, were also examined.

The following three transportation alternatives were also analyzed:

Bus Emphasis This option consisted of a transportation system based primarily on bus service improvements and reduced auto reliance.

Rail Emphasis This option consisted of reducing auto reliance by building new rail facilities, and improving bus service.

Highway Emphasis This option tested continuing heavy reliance on the automobile.

All of the land development and transportation alternatives were evaluated for their effects on the environment, the economy, the use of energy and other factors.

KEY FINDINGS

Use of the Land

- o All the land designated by existing local plans for residential development will be used by 1990. Growth beyond 570,000 housing units cannot occur in the County unless local plans are amended to permit higher density development or unless lands now withheld from development in South County are urbanized.
- o Higher density housing in the northern part of the county could result in having an additional 30,000 acres of land in San Jose and Milpitas available for housing compared to current trends.
- o Job growth will be limited to slightly in excess of 700,000 jobs because housing will not be available for added workers unless one or a combination of the following courses of action is adopted:
 1. Counties and cities surrounding Santa Clara County agree to increase their plans for housing growth, and the capacities for transportation links are greatly increased to bring in workers from outside the County.
 2. Plans for South County are amended to permit urban use of agricultural lands.

3. Local plans are amended to provide more housing in North County cities.
- o Under current trends 84% of the remaining undeveloped industrial land will be in Central and South County.
- o By 1990, agricultural acreage will be reduced by 35% to 50% from 1975 levels.

Water Supply and Wastewater Facilities

- o There are relatively minor differences in the development alternatives regarding the total demand for water supply. The increased use of water for residential landscaping would be offset by the drop in agricultural use.
- o The size of wastewater plant capacity is nearly the same for both development alternatives, but the cost of serving the added acres of development under the Policy Trends Alternative would be higher than under the Reduce Commute Alternative.

Energy Use

- o The residential, commercial and industrial development of the Reduce Commute Alternative would use slightly less energy by 1990 than the Policy Trends development pattern.

Municipal and School Finance

- o The Policy Trends Alternative is more likely to provide greater municipal revenues than the Reduce Commute Alternative.
- o Countywide costs of education will not be significantly different under either 1990 land-use alternative.

Transportation

- o Continuing the current trends of development of locating most jobs in the north and providing low density housing in the south will further increase dependence on the automobile and place a greater demand on the existing highway system.
- o Transit can help travel conditions but, in general, highway travel times will worsen somewhat by 1990.
- o Total daily transit ridership in 1990 could be two to four times greater than today's level.
- o Transit could carry up to 12% of the work trips during peak travel periods.

- o Transit patronage is greatest where jobs are concentrated, such as in downtown San Jose.
- o None of the transit options recover more than 31% from the farebox.
- o The highest rail patronage, approximately 6000 passengers per hour in the peak direction, was projected for the Peninsula line between San Jose and San Francisco. The next two lines, Fremont and Edenvale, were projected to reach lower patronage figures -- approximately 3000 persons per hour in the peak direction.

Transportation Use of Energy and Air Quality Impacts

- o The lowest levels of operating energy consumption and air pollutant emission levels were recorded for alternatives that reduce auto vehicle miles traveled through shifts in land use and/or increased transit ridership.
- o Carbon monoxide is the most serious transportation related pollutant in Santa Clara County.

Transportation Finances

- o Funds for expanding the highway system are limited under current programs. There is not enough money to build the major projects shown in local plans. Highway resources in existing programs are sufficient to complete currently committed projects such as the South Valley Freeway; the interchange of Routes 101/280/680; and Route 87 from 280 to downtown San Jose. Given current levels of funding, highway revenues in the future will be dedicated almost exclusively to rehabilitation, operational improvements and maintenance.
- o Transit funds are also limited. Assuming current programs will be continued, some expansion of the transit system is possible beyond the County's 516 bus program and the upgrade of Southern Pacific commuter service.

Adding 100,000 More Jobs

- o An additional 100,000 jobs would use up nearly all the remaining commercial and industrial lands shown in local plans.
- o Existing and currently planned water supply could meet the additional demand; however, sewage facilities would most likely need to be expanded.
- o While the jobs/housing balance would be improved in the central/southern parts of the county, the total number of jobs would require one third of the work force to commute

into the county, placing a heavy demand on facilities linking Santa Clara County to adjacent counties.

- o If South County were developed to provide housing for the additional workers, travel demand would greatly exceed currently planned facilities.

RECOMMENDATIONS

Basis For Recommendations

The Santa Clara Valley Corridor Evaluation was conducted to define land development and transportation decisions that would be mutually supportive. The following series of recommendations are based on such a unified approach.

- o The plan must be based on a realistic assessment of resources.

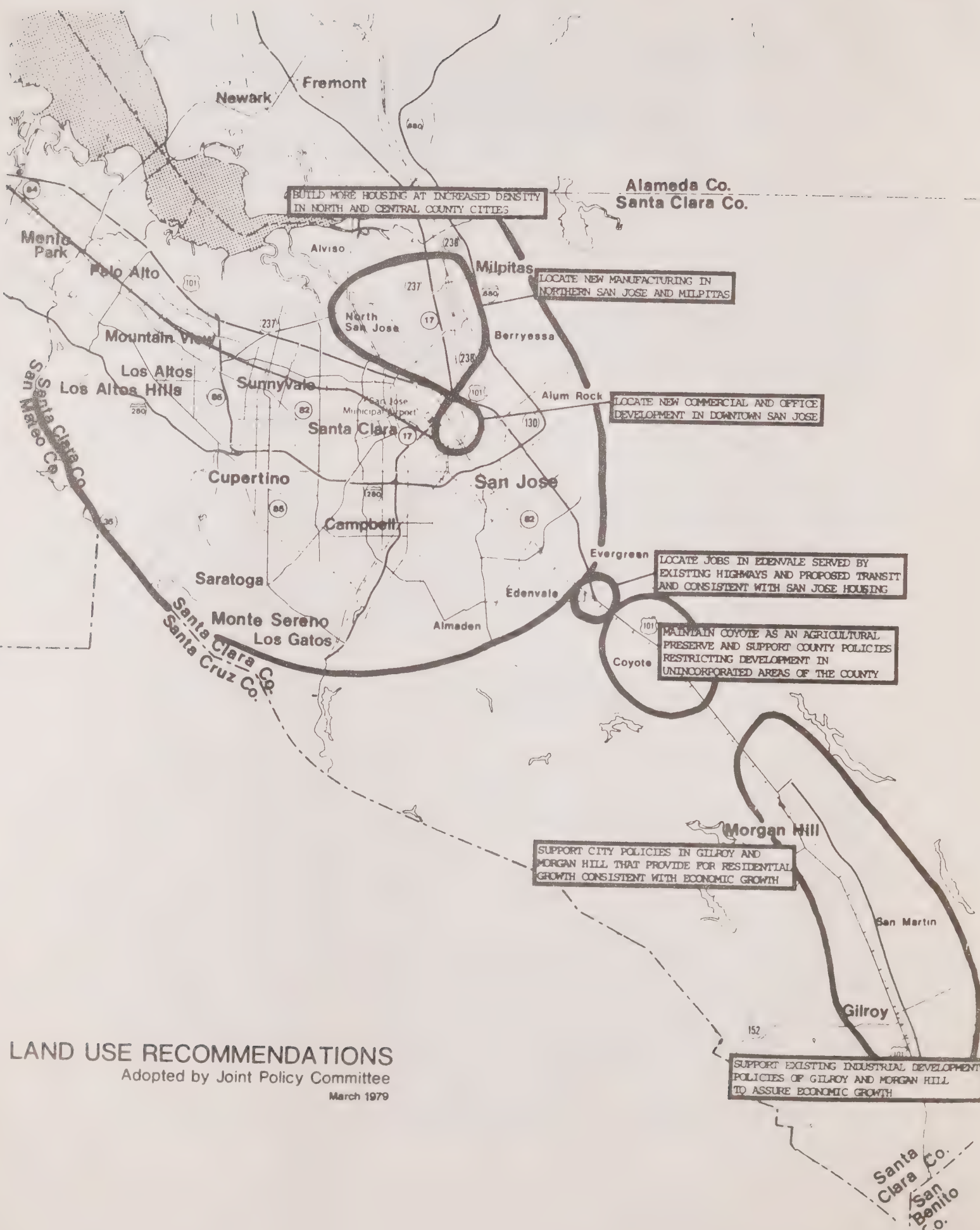
Existing local plans contain transportation projects that cannot be built by 1990 within existing or even modestly expanded resources. Budget constraints, therefore, must be recognized in developing a realistic plan with implementable projects. Many of the proposed projects in the recommended plan will be competing with other projects outside Santa Clara County and the Bay region for federal and state support. Therefore, to achieve even the level of funding anticipated in this report requires a strong consensus on priorities.

- o A better balance between jobs and housing will make the most efficient use of existing facilities and will have the least negative impact on the environment.

The rapid growth of Santa Clara County is continuing into the present. Employment growth appears to be occurring even faster than predicted only two or three years ago, and some persons believe that the projections used as a basis for this report will be exceeded before 1990. However, impediments such as the availability and cost of housing may slow this rate of growth. Development is expected to continue at low densities, with very little focus. Most land currently zoned for residential development will be committed by 1990.

An increase in residential densities would increase the ability of local governments to accommodate residential growth before and after 1990. Continued growth of jobs is dependent on access to the labor force. In turn, the location of jobs and housing strongly affect congestion levels, trip lengths and the effectiveness of transit. Employment growth should be encouraged where it will make the most effective use of existing and proposed transportation facilities.

- o The most effective strategy for improving mobility is to give careful consideration to the location of jobs, to develop an



BUILD MORE HOUSING AT INCREASED DENSITY
IN NORTH AND CENTRAL COUNTY CITIES

Alameda Co.
Santa Clara Co.

LOCATE NEW MANUFACTURING IN
NORTHERN SAN JOSE AND MILPITAS

LOCATE NEW COMMERCIAL AND OFFICE
DEVELOPMENT IN DOWNTOWN SAN JOSE

LOCATE JOBS IN EDENVALE SERVED BY
EXISTING HIGHWAYS AND PROPOSED TRANSIT
AND CONSISTENT WITH SAN JOSE HOUSING

MAINTAIN COYOTE AS AN AGRICULTURAL
PRESERVE AND SUPPORT COUNTY POLICIES
RESTRICTING DEVELOPMENT IN
UNINCORPORATED AREAS OF THE COUNTY

SUPPORT CITY POLICIES IN GILROY AND
MORGAN HILL THAT PROVIDE FOR RESIDENTIAL
GROWTH CONSISTENT WITH ECONOMIC GROWTH

SUPPORT EXISTING INDUSTRIAL DEVELOPMENT
POLICIES OF GILROY AND MORGAN HILL
TO ASSURE ECONOMIC GROWTH

LAND USE RECOMMENDATIONS
Adopted by Joint Policy Committee
March 1979

adequate transit system, and to make investments in the highway system that are aimed at making the existing system work better.

Existing and future development patterns will mean continued use of the automobile for most trips in Santa Clara County. Unless some unforeseen and dramatic change in energy resources occurs, over 90% of all trips in 1990 will be made by auto. This reliance on the automobile will continue to create varying degrees of congestion even if there were enough resources to construct the most extensive highway network examined.

The fact is there are not enough resources to build all the highway facilities desired in Santa Clara County by 1990, even if it were found to be environmentally prudent to do so. At the same time, the analysis showed that coordination between jobs and housing can make better use of existing facilities, and the implementation of convenient transit can serve a significant portion of peak period trips. Therefore, to improve mobility and provide capacity for growth will require a strategy that coordinates decisions on job location, the development of transit, and highway investments.

RECOMMENDATIONS FOR DEVELOPMENT

o Encourage new job formation and commercial development in central San Jose.

San Jose will soon become the most populous city in the region. While downtown redevelopment is now in early stages, increased commercial and office development appears certain - particularly in the area bounded by Civic Center, San Jose State University, and the Guadalupe Parkway. At the present time, development patterns in the cities in north county are largely fixed. While some densification of commercial uses and industrial facilities is anticipated, major redevelopment is not contemplated. At the same time, central San Jose is undergoing major changes. As San Jose plays an increasingly dominant role in the region, it can be expected to take on the character of other major urban centers. Corporate headquarters, banking, insurance, and real estate activities are expected to grow and will require centralized office space accessible to the rest of the County. The workers in these offices will create an expanded market for shopping, entertainment and cultural facilities. San Jose can best serve this function, given its location and historical role as the government center of the County. This growth is not expected to detract but rather to complement existing industrial development and the research and development facilities in North County.

San Jose's central location also makes the most efficient use of transit. Existing commuter rail service and improvements proposed for transit work best where there is a focus of activity, carrying people from several different residential areas into a core work place. Encouraging jobs in downtown San Jose will help reduce the need for auto commuting, and thereby also reduce air pollution and conserve energy.

- o **Encourage manufacturing jobs which depend on highway access to locate in the northern San Jose/Milpitas area.**

Relatively minor expansions to existing transportation system can accommodate new job growth in this area. Truck and rail connections for factories are reasonably accessible at the present time. Job growth in this area would also be located closer to more of the region's labor force.

- o **Encourage job development in the Edenvale area of San Jose that can be served by existing highway and proposed transit improvements and that is consistent with housing development in San Jose.**

People commuting to jobs in Edenvale will be able to make use of existing "reverse" direction highway capacity as well as the proposed transit improvements. Additionally, the San Jose General Plan proposes adding 40-50,000 homes within approximately five miles of the Edenvale industrial sites. This new housing will be located in the Edenvale, Almaden and Evergreen neighborhoods and should reduce home-to-work trip distances by residents in these neighborhood.

In recommending the Edenvale job center, it is important that San Jose continue to provide substantial housing in this area to help relieve housing pressure in Morgan Hill and Gilroy.

- o **Encourage the development of higher density housing in North and Central County Cities.**

Housing is in great demand in North County cities because of the number of jobs already existing in the area. While there are limited opportunities to do this, more residential development of the type compatible with existing development patterns will mean less commuting and related improvements in air quality and energy consumption. In many areas, only relatively small parcels at high cost remain. Such parcels are better suited to higher density development than low density patterns. As these parcels exist within developed areas, costs of public services are also relatively lower than for new, low density projects. Other North County cities like Cupertino, Saratoga and Los Altos Hills still have substantial land planned for residential development and should be encouraged to permit modest increases in the density of housing developments. As an example, if housing density in Saratoga were amended from the present 1 1/2 houses per acre to 2 houses per acre; it would allow for an additional 1,600 new homes while maintaining the rural atmosphere of 1/2 acre lots.

Central County cities already contain large parcels of land available for a variety of housing developments. New residential growth in Central County should be encouraged to match the rate of industrial development. Higher density housing should be developed, where appropriate, in conjunction with the transit recommendations.

- o **Support existing industrial development policies of Gilroy and Morgan Hill, to assure continued economic growth.**

Both cities desire and need a supportive economic base. Such new commercial and/or industrial development should provide opportunities for people to live and work in the same city. In addition, jobs related to agricultural production, as well as new industrial and commercial jobs, should be created at a pace that meets the needs of current and new Morgan Hill and Gilroy residents.

- o **Support city policies in Gilroy and Morgan Hill that provide for residential growth consistent with economic growth.**

Job growth, both in the northern section of the county as well as within Morgan Hill and Gilroy, should not be so expansive as to create pressure for additional housing that cannot be accommodated without straining existing services. The two south county cities are studying, and in some cases have adopted, policies which encourage a moderate rate of residential development consistent with existing industrial growth.

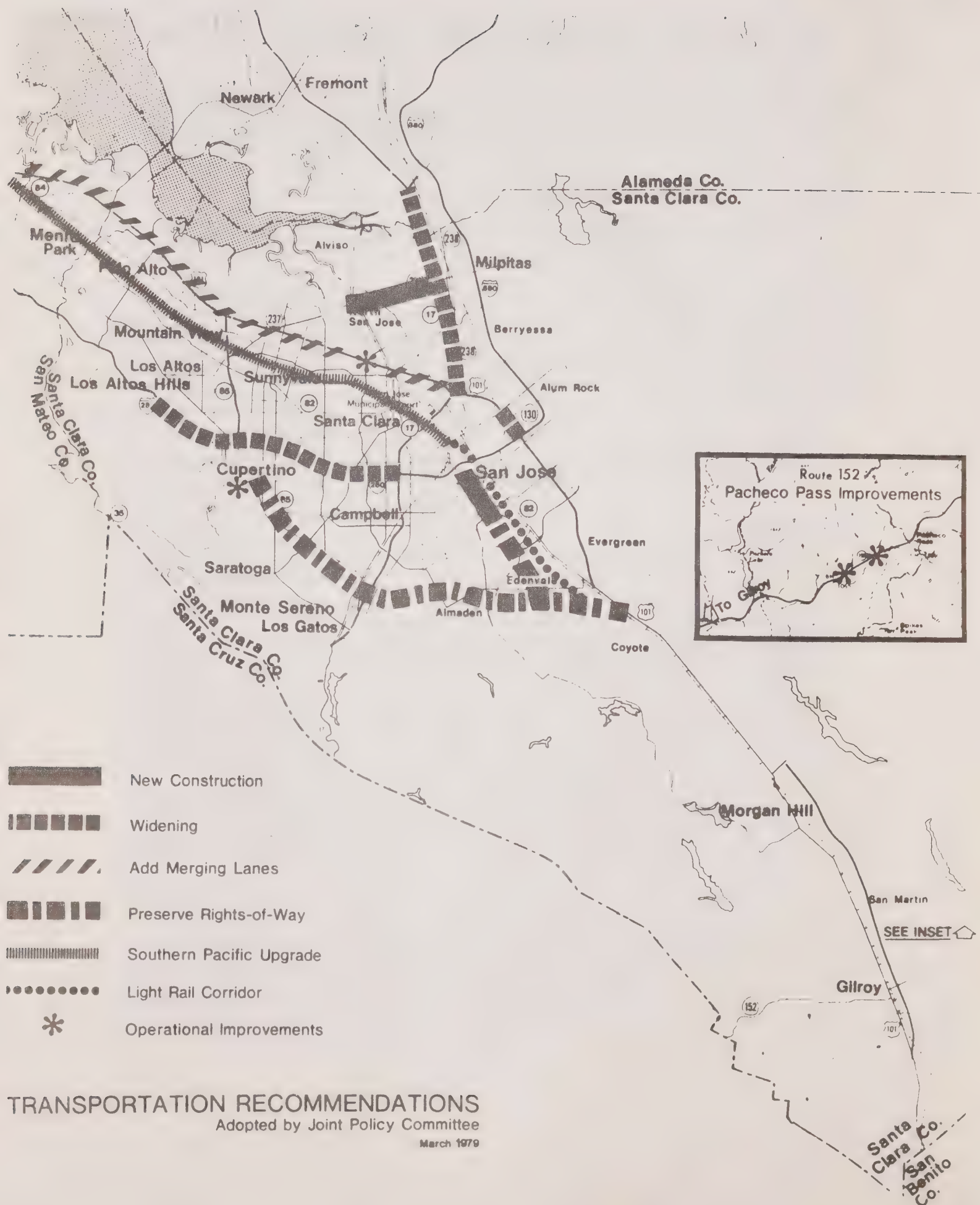
- o **Support the maintenance of Coyote as an agricultural preserve and the strengthening of county policies restricting development in unincorporated areas of the county.**

Development options for Coyote and the rest of unincorporated South county should be preserved beyond 1990, and planning for long-range development of this area should be deferred until more is known about the need to convert this productive agricultural land into urban uses.

- o **Support the construction of new housing at a rate commensurate with new job development in the County. Such construction should be consistent with the above policies.**

From a regional prospective, the countywide imbalance between the large number of jobs and limited new housing continues. Experience in 1978 suggests that the trend is worsening rather than improving. According to County estimates, almost 40,000 new jobs were added in 1978 while roughly 13,000 new housing units were constructed. The need for more housing, especially in areas near job growth, is increasingly apparent. Insufficient residential construction results in higher housing costs, low vacancy rates, and a reliance on areas outside the county to house Santa Clara workers.

The present number of jobs in North county is growing rapidly, putting pressure on Central and South County communities to provide housing. Policies by all cities and the county should be aimed at preventing urban growth from leapfrogging into South county and even further south.



RECOMMENDATIONS FOR TRANSPORTATION

- o **Transportation projects should be used to reinforce the desired land use patterns.**

The recommended development strategy for Santa Clara County emphasizes additional residential growth within the existing urban limits, concentrating office and commercial development in downtown San Jose, and locating manufacturing jobs in Northern San Jose/Milpitas area. Thus, the transit proposals should emphasize access to downtown San Jose, and increased highway capacity should take place in the north and central parts of the County.

- o **Transportation projects should be selected which maximize the total system's effectiveness.**

To improve the effectiveness of transit the initial emphasis should continue to be placed on implementing existing transit programs. Two important transit programs are underway. These include an expansion of the existing bus system to approximately 500 buses and upgrading the Southern Pacific commuter rail service. These programs represent a major commitment by Santa Clara County and the region to improve transit. The need for these programs was reaffirmed by this study. Building on these programs will be the most effective way for the County to meet its future needs.

With regard to highways, Santa Clara County has an extensive freeway and expressway network. The most effective investments are those that will make existing highways work more efficiently. In contrast, investments in building portions of entirely new highways would be unwise in that such roads would not be finished within the next decade. During the meantime, the current traffic problems could go uncorrected.

- o **Where possible, options for the future should be preserved.**

This study addressed a fairly short period of time -- until 1990. Where possible, the County needs to preserve options where growth past 2000 might create additional travel demands. This is particularly true for the Route 85 and Route 87 corridors where the public already owns a large portion of the rights-of-way required for a transportation facility.

- o **Strategies need to be defined which will support the County in its request for State and Federal discretionary funds.**

The most important strategy, often stated in this report, is to achieve a consensus on the projects to be pursued. The County will need this consensus to compete for both transit and highway funding.

Highway resources are limited and, based on current estimates, very few additional projects are possible. The highway resources for new

construction are becoming increasingly limited because the costs of maintenance and construction are rising with inflation, while the revenues which are tied to fuel consumption are not.

The specific project recommendations are based on the assumption that a local/regional consensus will be successful in sustaining a program that would continue to be able to match current Federal highway programs. This level of funding would be equivalent to a two cents per gallon increase in State or local revenues. Such an increase of two cents per gallon is supported by MTC policy. Many conditions may cause this estimate to change - either up or down - due to changes in cost estimates, inflation rate, matching ratios and fuel consumption.

Recommendations for Highways

The following highway projects are recommended for implementation through the use of highway funding programs. The projects have been arranged by priority within a given fund source. An estimate of the construction funds required for the project is shown in parenthesis in millions of 1977 dollars. These estimates are provided in ranges because of the unknown effects that project design would have on the costs.

Federal Aid Interstate

- o Route 280 - Add two inside lanes between Route 17 and Magdalena Road. The possible use of these additional lanes exclusively by buses and carpools should be considered. Additional analysis should be undertaken to indicate how this type of preferential treatment would work in this location and how the development of the expanded bus fleet would be coordinated with this proposal (\$14-16 million).

Federal Aid Primary

- o Route 152 - Widen to 4 lanes and add a median barrier and truck escape ramps between the Pacheco Creek Bridge and the existing 4 lane section in the vicinity of the summit. This widening is to be consistent with an ultimate four lane facility on Route 152 (\$6 million).
- o Route 237 - Route 237 is currently in the Federal Aid Urban system. The County, the cities and Caltrans should determine the appropriate segment between Milpitas and Mountain View to recommend for conversion to the Federal Aid Primary system and should determine the priority for implementation of specific projects on this route (\$20-25 million).
- o Route 101 - Widen from four to six lanes in the vicinity of the Alum Rock interchange (\$5-10 million).

The Joint Policy Committee voted to indicate that improvements to Route 152, Route 237 and Route 101 at the Alum Rock interchange would have equal priority at this time. Route 152, however, has already been supported as a high priority project by the County Board of Supervisors and MTC.

- o Route 101 - Add auxiliary lanes (weaving lanes between interchanges) north of Route 17 (\$4-6 million).
- o Route 17 - Widen by adding one lane in each direction from Route 101 to Fremont. The exclusive use of these lanes by buses and carpools should be considered in conjunction with the deployment of additional express bus routes that would utilize this facility (\$8-12 million).
- o Develop and implement ramp metering and preferential treatment for buses where appropriate (\$3-5 million). This particular recommendation does not have the project specific nature of the other recommendations included in this section. The position of this proposal is not meant to indicate that it has the lowest priority for the use of Federal Aid Primary funds. Rather, the intent of this recommendation is to insure that in the next ten years this magnitude of funding be allocated for ramp metering and transit and carpool preferential treatment on Federal Aid Primary highways. (Although no specific dollar amount has been developed, similar types of measures should be implemented, as appropriate, on Interstate and Federal Aid Urban freeways and expressways.)

Federal Aid Urban

- o Routes 85 and 87 - Protect rights-of-way and continue purchases as required for these transportation corridors (\$5-10 million).
- o Route 87 - Construct four lane expressway with appropriate grade separations to connect with the Almaden Expressway in the vicinity of Curtner Avenue (\$18-20 million). The remaining corridor right-of-way should be protected for future transportation purposes.
- o Montague/San Tomas Interchange at Route 101 - Widen the existing bridge over Route 101 from two to six lanes to match the roadway widths of the two adjoining expressways.
- o Route 85 - Make operational improvements in Cupertino. The existing Caltrans project, which would cost approximately \$7-10 million to extend a freeway or expressway to Sunnyvale Saratoga Road, will be considered. The project is to be designed to avoid simply shifting traffic from Cupertino to San Jose and Saratoga Streets.

Recommendations for Transit

- o The bus system should be expanded to approximately 750 buses to provide adequate local and express service within the urban limits.

Additional transit is required to assure adequate mobility for citizens and to reduce dependence on the auto. In addition, peak hour transit services can provide significant relief in critical highway corridors.

- o Expansion beyond the basic 500+ bus system should emphasize express service to downtown San Jose, express service from residential terminals to jobs in the industrial parks, and feeders to Southern Pacific and regional bus connections with BART.

These are the areas where encouragement of transit is most likely to be beneficial and the potential demand the highest, such as in the Southern Pacific Corridor. This also begins to use transit to provide a development focus, particularly to the downtown area of San Jose.

- o Southern Pacific rail service between San Jose and San Francisco should be upgraded as recommended in the Peninsula Transit Alternatives Project (PENTAP).

The Southern Pacific corridor is the major rail corridor in the County, and it should be upgraded to provide service that is both more frequent and better oriented to the growth of jobs in the County.

- o Development of a "light rail line" should proceed in the Edenvale Corridor, and the full existing right-of-way for the proposed Route 87 south of Almaden Expressway should be preserved for future transportation development.

The first step in the implementation of this recommendation will be a request to the Urban Mass Transportation Administration for funds to undertake a detailed alternatives analysis in the Edenvale corridor. This analysis will identify the impacts of the following alternative transit technologies: light rail in either the Route 87 corridor or along Monterey Highway, a busway in the Route 87 corridor, or the extension of Southern Pacific service south of downtown San Jose. In addition, the impacts of constructing highway facilities either alone or in conjunction with other modes will be evaluated. Both the northern and southern termini will also be evaluated to determine the extent of the transit corridor. The analysis will indicate if the northern terminus should be extended north of downtown San Jose to the airport or even beyond, to the Santa Clara industrial area. All of this analysis will result in an Environmental Impact Statement. Even if as a result of this detailed analysis, light rail is not recommended or approved by the federal government, the Route 87 corridor should be preserved.

The analysis indicated one other corridor in addition to the SP and Edenvale corridors that had some potential for development of a rail system. The results of the technical analysis alone, however, do not make an absolute case for rail in either the Edenvale or Fremont corridors. The weakness in attempting to project a rail future based on today's conditions in Santa Clara County is that the justification of a rail system must assume changes in land use. Therefore, policy

considerations and the ability to achieve consensus on the conditions that support a rail line are the most important factors in determining its feasibility.

The potential for achieve in a policy consensus is greatest in the Edenvale Corridor. Further, construction of light rail in this corridor supports three important objectives:

- the development of the central area of San Jose, particularly by connecting the different parts of this area;
- the development of clusters of higher density housing and commercial areas on the rail corridor within the existing urban limits;
- the interconnection with an existing regional rail service in the Southern Pacific corridor.

A major federal commitment will be required to build a light rail system. Federal policies require that any light rail proposal should show a convincing need and that policies be adopted to support a rail decision. These policies include:

- 1) Zoning policy and development incentives to stimulate high density development around the transit stations.
- 2) Land use plans to reinforce the development impact of the system.
- 3) Station area improvements in the form of plazas, malls walkways, and other pedestrian amenities to revitalize the station areas.
- 4) Bus transit improvements must be coordinated with the rail system.
- 5) Parking and transfer facilities should be provided as appropriate.
- 6) Highway policies should be aimed at managing peak period use of automobiles in rail corridors.

Light rail transit can be a possibility in Santa Clara County if the following policies are followed:

- 1) Downtown San Jose must have the highest priority for jobs and commercial development with a strong parking management plan.
- 2) The proposed land use plan for San Jose should be consistent with the development of the light rail corridor; that is, higher density housing and commercial development should be located with convenient access to light rail stations. The commitment to any changes in land use required as a result of

rail recommendation plans would be concurrent with the federal commitment for construction.

- 3) Transit system design must emphasize convenient interconnection between busses, Southern Pacific commuter rail service, and light rail service.
- 4) The existing right-of-way for the proposed Route 87 south of the Almaden Expressway must be preserved for rail transit, and major new competing highway projects must be eliminated from the plan. Further analysis will be required to determine the compatibility of the development of the Route 87 corridor for highway purposes.
- 5) The system design must discourage development which would leapfrog the existing urban limits.

The Edenvale Corridor light rail recommendation is based on the condition that local government support for the transportation investment will result in adoption of the five policies listed above.

Recommendations for Supporting Measures

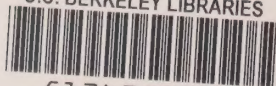
The previous paragraphs have described capital intensive facilities that are being recommended for implementation in the next ten to fifteen years. Since a basic concept of these recommendations is that a more effective use of the existing highway and transit systems must be achieved due to funding limitations and environmental concerns, there are many non-capital intensive measures that local jurisdictions and private groups should be encouraged to implement.

Some of the most effective means of using the capacity of the existing system better include: staggered and flexible work hours; preferential treatment for buses and carpools by using traffic signal preemption, special freeway on-ramps, exclusive lanes, or close-in parking for pool vehicles in employment areas; traffic engineering measures such as signalization of channelization, and special provisions for bicycles and pedestrians. The deployment of express buses as recommended earlier will require the provision of preferential treatment on many of the County's freeways and expressways. These measures should be incorporated into any improvements to facilities such as Route 85 in Mountain View, Route 101 north of Capitol Expressway, Route 17 north of Los Gatos and Interstate 280 between San Jose and Mountain View.

Examples of facilities designed to increase bicycle use include the designation of bike lanes or the construction of bikepaths not only for recreational purposes but also in corridors exhibiting high work trip flows. In addition, the provision of bike storage facilities at major transit transfer locations, such as SP stations and express bus terminals and in office or industrial parks, would increase the use of bicycles as an access mode to and from transit facilities and major employment locations. Allowing bicycles to be transported on selected transit carriers should also be considered.

Finally, the following measures should be supported by private firms to assist public agencies in making the most cost effective use of the proposed highway and transit improvements: providing connecting shuttle buses or vans from offices or industrial parks to Southern Pacific stations or express bus terminals; providing company outlets for the sale of transit passes and the distribution of transit schedules and information; promoting the use of transit by purchasing tickets and passes in bulk and re-selling them to company employees at a discount; and promoting the use of car-, van-, or buspools by providing assistance in the formation of these pools and preferential parking for pool vehicles.

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